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Reorganization of the Department of Culture, Youth and Recreation - Final 2



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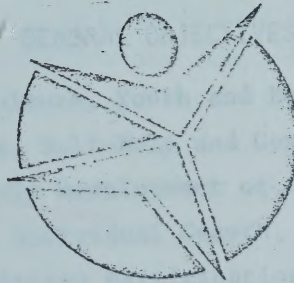


REORGANIZATION

OF

THE DEPARTMENT OF CULTURE, YOUTH AND RECREATION

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September 1973

Final Draft

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HISTORICAL RESUME

The Department of Youth was established in March 1966 to enhance the status of youth and to assist young men and women to develop and use their abilities, talents, and qualities of leadership. The Department was also given responsibility for the development of recreation services for all citizens. During these early years the Department worked towards developing a co-ordinated approach to youth and recreation services and served to focus public attention on the challenges and problems presented by the growing impact of leisure on Alberta's people. Public acceptance of the Department's work was enthusiastic and was reflected in ever-increasing demands for services.

In April 1971 the area of responsibility of the Department was enlarged through the combining of the Department of Youth with the Cultural Development Branch, the Provincial Museum and Archives of Alberta, and the Jubilee Auditoriums, from the Department of the Provincial Secretary.

The newly-created Department came into being with the passage of The Culture, Youth and Recreation Act. In April 1972 the Board of Film Censors was transferred to the Department from the Department of Labour. The increased scope of Departmental activities and the greatly-increased public demand for services, particularly in the areas of providing information and assistance to community groups, placed increased pressure on Department staff. Therefore, it was felt that the time had arrived for a review of the Department's operation with a view to ensuring that future requirements for Departmental services would be met. Accordingly, in April 1972 a review of the Department was begun. Information was collected and compiled by the Planning and Development Branch for use by the Management Committee in developing the analysis and recommendations contained in this report.

DEPARTMENT PHILOSOPHY

Briefly stated, the philosophy of the Department of Culture, Youth and Recreation is to provide opportunities for all citizens to participate in the development and progress of activities associated with their own life interests, all activities of any nature affecting the common interest; and especially to participate in the development and progress of activities in the areas of culture, heritage resources, recreation and youth. Accordingly, the Department places great value on the role and importance of local knowledge and local participation in the shaping of services and policy. Direct participation in local services is avoided wherever possible and in its place guidance, advice, and assistance are provided in support of local efforts.

People are encouraged and assisted to help themselves and to help their community and through this process of enrichment to utilize their own and their community's potential and grow as people who can meet the challenges they face in their role as citizens of Alberta. This same growth is furthered through the increasing of human knowledge, appreciation of the arts and other creative works, and the perpetuation of our society's varied cultural traditions and heritage. This greater awareness of our human and environmental relationships brings about the furtherance of man's physical and mental well-being.

Increasing leisure, the non-renewable nature of heritage resources, and attendant problems and opportunities can only be met by citizens who recognize and appreciate the potential of leisure and heritage to enhance life and who also have knowledge and leadership to view opportunities as challenges rather than problems.

GENERAL OBJECTIVES

- To achieve a continuous dialogue of understanding and involvement with people in order that they may actively participate in the creation of government policy to meet their needs.

- To develop programs and provide a variety of services designed to meet distinct needs in each of the fields of culture, heritage resources, recreation and youth, involving people both as individuals and as groups, based on the concept of *people learning to help themselves and to help the community in which they live.*

- To provide guidance, advice, and assistance in the development of heritage, culture, recreation and youth services for Alberta's citizens, and to encourage the balanced development and distribution of cultural; heritage, recreation and youth services and related facilities throughout Alberta.

- To provide challenging leadership opportunities for individual growth and development to enhance the quality of life in Alberta, and to assist people in choosing and fulfilling responsible roles and careers.

- To deepen an awareness of, and to develop knowledge about, the impact of leisure on the lives of all citizens, and to assist in enabling the maximum number of people to make meaningful use of their leisure opportunities, and to facilitate responsible, innovative local leisure services and opportunities.

- To promote cultural development by increasing citizen participation in and appreciation of cultural activities through maintenance of major provincial auditoriums, by providing exposure programs of live performances and exhibitions, and by means of consultative services, instructional programs and assistance to the arts.

- To preserve heritage resources, to stimulate a greater understanding of our human and natural environment, to add to human knowledge by establishing heritage sites and provincial institutions such as museums and archives, to provide protective measures, advice and assistance, and to make exhibitions available to local communities and groups.

- To promote, encourage and develop youth opportunities in communities through provision of consultative services, leadership development, instructional programs, and assistance in youth-oriented programs to communities, groups and individuals, and to participate with youth-serving agencies, bodies and/or interested individuals or groups to encourage the effective utilization of resources in the development of Alberta's youth.

- To increase the effectiveness of services to Alberta's citizens by co-ordinating activities within the Department and by co-operating with other departments and agencies.

The present structure of the Department is shown in Figure 1.

DEPARTMENT OF CULTURE, YOUTH AND RECREATION
MINISTER

DEPUTY MINISTER

PERSONNEL SERVICES

ACCOUNTS AND CENTRAL SERVICES

INFORMATION SERVICES

PLANNING AND DEVELOPMENT
Director

BOARD OF
CENSORS
Chairman

AUDITORIUMS
Managers

CULTURAL
DEVELOPMENT
Director

- Arts & Crafts
- Creative Writing
- Cultural Heritage
- Drama
- Libraries
- Music

4-H and
JUNIOR FOREST WARDENS
Director

- 4-H Clubs
- Junior Forest Warden Clubs
- Girl Forest Guard Clubs

PROVINCIAL MUSEUMS
AND ARCHIVES OF
ALBERTA
Director

- Administration
- Natural History
- Human History
- Provincial Archives
- Exhibit Production
- Extension

RECREATION
Director

- Community Recreation Services
- Recreation Leadership
- Outdoor Recreation
- Athletics
- Area & Facility Planning
- Special Services

YOUTH SERVICES
Director

- District Youth Hqqs.
- Youth Leadership Development
- Volunteer Services
- Project Development
- Program Administration

ADVISORY BOARD ON OBJECTIONABLE PUBLICATIONS

ALBERTA GOVERNMENT RECREATION COMMITTEE

ALBERTA LIBRARY BOARD

AUDITORIUMS MANAGEMENT COMMITTEE

GEOGRAPHIC BOARD OF ALBERTA

HISTORIC SITES ADVISORY COMMITTEE

PUBLIC DOCUMENTS COMMITTEE

THE GLENBOW-ALBERTA INSTITUTE

SNOWMOBILE ADVISORY COMMITTEE

REVIEW PROCEDURES

The Planning and Development Branch was requested to obtain information to assist in determining what Departmental structure might best provide the most effective and efficient delivery of Departmental services and meet future demands for services.

Over a five month period with the use of questionnaires and partially structured interviews, information was elicited from both field and headquarters staff in the five Service Branches regarding operational problems, suggestions for improved services, and recommendations on Department structure.

Alternative organizational structures were compared for the anticipated impact on:

- the balance between Departmental and Branch policies
- consistency of implementation of policy across the Province
- organizational adaptability
- co-ordination of service delivery for all Branches
- correspondence between the organizational structure and the tasks to be performed by staff
- difficulties in implementation of structural changes

This information was collected by Planning and Development and was part of the information used by the Management Committee to develop this organizational review.

PRESENT PROBLEM AREAS

1. Department Policy and Identification

A. Unified Department Policy

The work of the Department is primarily developmental-assistive in nature and is organized by subject area. Each Branch is concerned with the development of a specific segment of Department policy and with the development and

implementation of Department policy as a whole. Having subject mandates, there is presently a tendency within Branches to view communities or service areas from the aspect of Branch concerns. In terms of services this means that present staff are primarily charged with, and are performing a role on behalf of their own Branch across the range of Departmental activities. Consequently, there now exists no consistent means to evaluate collectively the range of community needs which fall within the broad policy mandate of the Department, and only informal processes exist to co-ordinate services according to total community needs. In order to meet effectively these community needs, formal co-ordinating mechanisms require further development.

B. Department Image

Culture, Youth and Recreation is developing good rapport with the public it serves, as evidenced by the growth of public confidence in the Department's services. However, because there are field staff who represent different Branches, at times there is uncertainty regarding appropriate contacts to obtain Department services.

2. Operational Problems

A. Improved Field Co-ordination and Regional Boundaries

The regional team approach has been operative in the Department for some time, however team members have not always been based together. Where there are physical distances between offices, field staff co-operate with one another primarily for information purposes, and occasionally to undertake co-operative projects, yet often are only able to engage in limited joint planning. Because of the limited opportunity for joint planning, resources sometimes may not be as efficiently applied as possible and in some cases service "gaps" develop or a degree of overlap in services occurs.

MAJOR PROPOSALS TO MEET PROBLEMS

Establishment of Regional Centers and Coterminous Boundaries

Many of the operational and support problems outlined earlier could be overcome by the establishment of regions with coterminous boundaries for all services and with staff based in a center within each of these regions. It is recognized that this transition would occur over a period of time and require much effort; nevertheless, it would make regional planning of much greater scope possible. The establishment of the proposed regions was based on consideration of the following factors:

A. Factors Considered for Development of Proposed Regions and Centers

Nine principal criteria were used in the development of regional centers and boundaries. These were:

Local Government Divisions and School Boundaries - wherever possible

Department boundaries should be coterminous with local government divisions and major social agency boundaries

Input from staff regarding desirable regions and boundaries

Primary Highway Centers - a guide to efficiency of travel throughout region

Media - to provide the basis for effective regional communication

Major Trading Centers and Population Centers - an indication of where regional populations travel for commercial services

Scheduled Airline Services - for efficiency of staff and client travel

Location of Courts and Availability of Legal Information and Resources
- for staff and clients

Regional Planning Commission - availability of planning personnel and information for staff and clients

Present Government Offices - availability of government resources and services to staff and clients

Consideration of these factors resulted in the proposed regions and systems of regional centers.

B. Proposed Regions

<u>NO.</u>	<u>REGIONAL AREA</u>	<u>INITIAL STAFF COMPLEMENT</u>
1	Lethbridge	4 (2-urban 2-rural areas)
2	Medicine Hat	2
3	Calgary	4 (2-urban 2-rural areas)
4	Drumheller	2
5	Stettler	2
6	Red Deer Lacombe	2 1
7	Wetaskiwin-Camrose	2
8	Vegreville-Vermilion	2
9	Edson	2
10	Edmonton-South	2
11	Edmonton-North Barrhead	2 1
12	Edmonton (City)	2
13	St. Paul	2
14	High Prairie-Slave Lake	2
15	Grande Prairie	2
16	Peace River	2
17	Ft. McMurray	<u>1</u>
TOTAL		39

NOTE: The proposed regional boundaries are indicated on the attached map.

2. Establishment of a Field Services Division

To improve further the delivery of Department services, it is proposed that the present field staffs would be combined into a single operation, as a Field Services Division under a Field Services Executive Director who would have three or more Field Service Administrators to administer and co-ordinate field service teams. Further, each of the proposed regions would be served by a two-man or larger team. This basic two-man unit would represent the Department as a whole, but the work in each regional office would normally be divided into two main areas of responsibility, one person dealing with matters pertaining to Cultural Development, Heritage Resources and Recreation; and one person dealing with Youth Services and 4-H and Junior Forest Warden matters. The number of staff, and the particular segment of the work handled by each staff person could be adjusted to meet the needs of each region where sufficient evidence exists to warrant changes from the basic pattern.

In order to implement the concept that field staff act on behalf of the Department rather than as branch representatives, the regional team members would have one position designation and share one series of civil service class specifications, although their actual job descriptions would be tailored to fit the needs of the regional office and the basic responsibilities the staff member was expected to perform. In this manner every person in the field would share a title indicating that he was a "representative" of the total Department, yet in terms of actual work a quite flexible division of responsibilities could be made between the two or more persons within the office. Even though the field staff would be directly responsible to the Field Services Executive Director in terms of professional content of existing services, they would continue to communicate directly with the programming divisions relevant to on-going work.

3. Consolidation of Department Programs

Programs of the Department are concentrated in four broad areas, namely Heritage Resource Development, Cultural Development, Recreation Development, and Youth Development. As a consequence, it is proposed that all present programs of the Department be identified with one of these areas. This would result in an effective grouping of similar staff and programs and would greatly consolidate Department efforts. Accordingly, cultural programs and facilities would be placed in Cultural Development, recreation programs and facilities would fall under Recreation Development, heritage programs would become part of Heritage Resource Development, and youth matters and programs would be gathered into Youth Development.

The grouping of programs and their identification with the branch named after the principal emphasis of the program would greatly assist the public in understanding the role of the Department.

4. Identification of Program Areas

The consolidation of Department programs on the basis just suggested would result in larger groupings. Accordingly, it is recommended that these be identified as divisions with the sub-units as branches within divisions.

5. Heads of Divisions and Branches

The Department, as indicated, has program responsibilities in four major areas. Three of these are broad functional areas that apply to all segments of society -- Cultural Development, Heritage Resource Development, and Recreation Development. Therefore, it is proposed that each of these areas be headed by an Assistant Deputy Minister. Thus there would be an Assistant Deputy Minister of Cultural Development, of Heritage Resource Development, and of Recreation Development.

A further proposal is that the other program divisions, Youth Development, along with the Field Services Division, each be headed by an Executive Director who in turn would report to the Deputy Minister, as would the proposed Assistant Deputy Ministers. As a consequence of the naming of Assistant Deputy Ministers and Executive Directors, those persons responsible for branches within each of the five divisions would be identified as Directors. Supervisors in turn would be next in the line of reporting.

This arrangement would greatly facilitate lateral dialogue between management personnel of this Department and their colleagues of other departments of government, and provide for executive development and a greater sharing of managerial responsibilities at the senior staff level.

Establishment of Linking and Co-ordinating Committees

To co-ordinate more effectively the total work of the Department, both internally and in relation to other government departments, a number of linking interdepartmental and departmental committees are proposed. These would be small, working, task-oriented committees whose principal responsibility would be to unite service efforts in a particular functional area. Major responsibility for the committee would be carried within the Department and in most cases a senior member of the Department would chair the committee.

A. Proposed Interdepartmental Committees

It is proposed that co-ordination of Departmental services with those of other departments be obtained through a number of interdepartmental committees and advisory boards. The membership of these committees could include government and public representatives and would co-ordinate work that spanned other departments or non-departmental organizations.

PROPOSED COMMITTEE

OBJECTIVES

Multicultural

To co-ordinate and develop multicultural interdepartmental interests in conjunction with the Alberta Cultural Heritage Council

Youth Development

To assist in the co-ordination of the development and operation of services directed toward the youth of Alberta.

*Public Records

To co-ordinate records management, policies, procedures, and disposition of public records. (Replaces existing Public Documents Committee.)

Heritage Sites Co-ordinating

To co-ordinate programs affecting preservation and development of heritage sites and resources.

*Auditoriums Management

To provide management and direction for the operation of the Jubilee Auditoriums.

*Achievement Awards

To provide guidance and direction and to carry out the Provincial Achievement Awards Program.

Cultural Development

To co-ordinate interdepartmental concern for cultural development.

Recreation Centers

To formulate and make recommendations on policy related to recreation centers.

Volunteer Services

To co-ordinate the development of and make recommendations on policy concerning volunteerism.

B. Proposed Departmental Committees

It is felt that the best way to co-ordinate the overall work of the Department is through the creation of a number of Departmental committees which would serve as linkages between the Divisions of the Department. These committees would deal with concerns and services which spanned two or more Divisions. Additonal co-ordination would be achieved through cross-membership of staff on other committees and through administrative routines and organizational procedures.

PROPOSED COMMITTEE

OBJECTIVES

*Executive

To provide overall guidance and direction to Departmental services.

Administrative

To co-ordinate and establish administrative services for the Department (eg. Accounting, Central Services).

Volunteer Services

To co-ordinate the development and administration of volunteer services within the Department.

Grants

To co-ordinate and develop grant policy for the Department.

*Publicity

To co-ordinate the public relations and publicity work of the Department.

*Leadership

To co-ordinate Department services in the area of Leadership Development.

* Existing

PROPOSED COMMITTEE

OBJECTIVES

Services for Handicapped and Aged

To co-ordinate services for the handicapped and the aged undertaken or supported by the Department.

Outdoor Recreation Centers

To formulate and make recommendations on policy related to the recreation centers attached to the Department.

7. Implementation of Plan

It is recommended that the plan be implemented in a number of phases. The first two phases relate to the implementation of the recommendations and are given below:

PHASE 1 (IMMEDIATE)

1. Classification of positions

Recommendation #7

Recommendation #12

Recommendation #3

2. Place under Cultural Development the Auditoriums and Censor Board

Recommendation #9

Recommendation #10

3. Place under Recreation according to

Recommendation #11

4. Establish Departmental Committees

Recommendation #13

Recommendation #14

PHASE II (UPON COMPLETION OF PHASE I)

1. Establish Field Services Division

Recommendation #1

Recommendation #2

Recommendation #4

Recommendation #5

Recommendation #6

2. Place under Youth Development Division according to

Recommendation #8

RECOMMENDATIONS

It is recommended that:

1. the present field staff be combined into a single Field Services Division under an Executive Director of Field Services. This Executive Director would have three Field Service Administrators, stationed regionally, under his purview to administer and co-ordinate field service teams. This proposed structure would provide a co-ordinated approach to the delivery of services at the field level.
2. the province be divided into a number of regions, each served by a basic two-person (or larger) team, each team as a unit representing the Department as a whole. The responsibilities and total work load in each regional office normally would be divided into two major segments: one member would be responsible for matters pertaining to cultural development, heritage resource development and recreation development; and one team member would be responsible for youth development. However, the number of staff comprising a regional team, and the specific responsibilities assigned to each staff person of a team, would be adjusted to meet the needs of a region where sufficient evidence to warrant changes from the basic patterns exists.
3. the regional team members have one position designation and one series of public service class specifications. Individual job descriptions would be tailored to fit the particular needs of the regional office and the basic responsibilities that each staff member is expected to perform.
4. in terms of procedures and supervision, regional team members would be responsible to the Executive Director of Field Services. In terms of the professional content of established programs the regional team members would continue to communicate directly with the other Department Divisions.

New programs or extensive modifications to existing programs would be implemented jointly by the Field Services Executive Director, the Assistant Deputy Ministers, and Executive Directors of each division of the Department. This would allow for co-ordinated field services, necessary professional direction and support to field staff, and yet retain short, efficient and direct communication channels for the exchange of information relevant to on-going work.

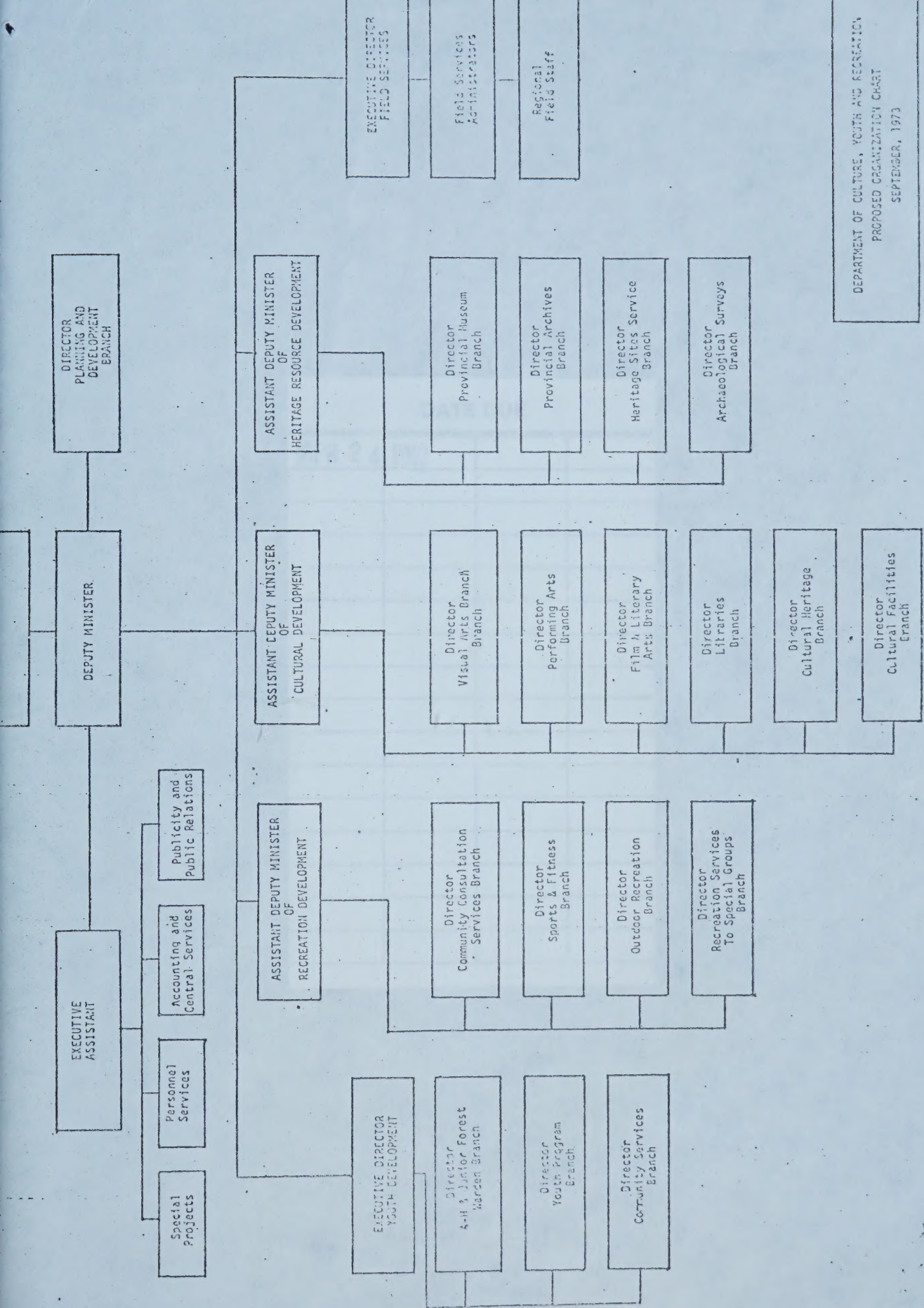
5. regional team staff selection, orientation, in-service training, and staff development be co-ordinated by the Field Services Executive Director based on the requirements of the Department Divisions, the work the individual is expected to perform, and the requirement of the region to which the staff member is assigned.
6. accessibility to resources for field operations be retained and the regional recommendations with respect to budget be encouraged.
7. the present major branches of the Department become divisions, with the major functional divisions headed by Assistant Deputy Ministers and the other divisions headed by Executive Directors. Thus there would be three Assistant Deputy Ministers: one responsible for the Cultural Development Division; one responsible for the Heritage Resource Development Division; and one responsible for the Recreation Development Division -- and two Executive Directors: one responsible for the Field Services Division and one responsible for the Youth Development Division. In addition, all other positions in the Department are to be reviewed to provide clear incentives for career development, and remuneration in accord with responsibilities, work load, and performance.

8. the 4-H and Junior Forest Warden Branch, and the Youth Services Branch be placed in a new all-encompassing Youth Development Division under an Executive Director. This Division would continue to recognize the special relationship of 4-H and Junior Forest Warden programs to the Department and at the same time provide services at the community level to all youth as required.
9. the Jubilee Auditoriums Management Committee, which is interdepartmental, continue to provide policy direction in the operation of the Jubilee Auditoriums; however, for administrative purposes the Jubilee Auditoriums be placed under Cultural Development Division.
10. the Board of Film Censors be placed under the Cultural Development Division. This is in keeping with the grouping of related functions in the Department.
11. the Administrative Center for Recreation Organizations, and the Blue Lake Center, continue to function under the Recreation Development Division -- policy recommendations for the development and operations of these centers to be through a Departmental Committee. (See Recommendation 13.)
12. the Deputy Minister delegate as far as possible administrative tasks to an Executive Assistant.
13. a number of Departmental committees be established to co-ordinate Department efforts involving two or more branches.
14. a number of interdepartmental committees be established to facilitate co-ordination of Department efforts with those of other departments and government agencies.

SUMMARY

In summary, it is recommended that there be four Divisions responsible for Department programs: Cultural Development, Heritage Resource Development, Recreation Development, and Youth Development. It is further recommended that the professional work of these divisions be supported by Planning and Development and the Field Services Division. Administrative services which are required by the Department are to be provided by Personnel Services, Accounting and Central Services, Publicity and Public Relations, and Special Projects.

This structure gives rise to the proposed Organizational Chart of Figure II.



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